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THE STRUCTURE OF TECHNICAL EDUCATION AND TRAINING ADMINISTRATION IN THE UNITED KINGDOM.

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IN THE UNITED KINGDOM, SCHOOLS STILL PROVIDE A BACKGROUND OF GENERAL EDUCATION DURING THE YEARS OF COMPULSORY EDUCATION. A YOUTH EMPLOYMENT SERVICE PROVIDES CAREER INFORMATION, VOCATIONAL GUIDANCE, AND PLACEMENT ASSISTANCE. LOCAL EDUCATION AUTHORITIES HAVE TAKEN OVER THIS FUNCTION IN ABOUT THREE-QUARTERS OF THE SCHOOLS UNDER GRANTS FROM THE MINISTRY OF LABOR, BUT CENTRAL COORDINATION STILL EXISTS. GENERALLY, INDUSTRIAL TRAINING OCCURS IN INDUSTRY WITH THE PRACTICE OF "DAY OR BLOCK RELEASE" OF TRAINEES TO ATTEND CLASSES IN TECHNICAL COLLEGES UNDER PROVISIONS OF THE INDUSTRIAL TRAINING ACT OF 1964. THE ACT AUTHORIZES ESTABLISHMENT OF INDUSTRIAL TRAINING BOARDS WHICH ARE RESPONSIBLE FOR THE AMOUNT AND QUALITY OF TRAINING AND FOR SPREADING THE COSTS FAIRLY OVER EACH INDUSTRY. THE GOVERNMENT ALSO PROVIDES 6-MONTH COURSES IN 40 TRADES IN 30 GOVERNMENT TRAINING CENTERS WHICH AIM TO INCREASE SHORT-SUPPLY SKILLED MANPOWER WHICH IS IMPORTANT TO ECONOMIC GROWTH, AND RESETTLE PERSONS IN NEED OF TRAINING OR RETRAINING. COURSES FOR INSTRUCTORS, SUPERVISORS, AND EMPLOYERS ARE AVAILABLE. FURTHER EDUCATION IS PROVIDED AT COLLEGES MAINTAINED IN ENGLAND, WALES, AND NORTHERN IRELAND BY LOCAL EDUCATION AUTHORITIES. SCOTLAND HAS SIMILAR ARRANGEMENTS, BUT ADVANCED COURSES ARE PROVIDED MAINLY IN CENTRAL INSTITUTIONS. COLLEGES ARE COOPERATING IN EDUCATING INDUSTRIAL TRAINING OFFICERS AND MANAGEMENT. TEACHERS FOR COLLEGES ARE RECRUITED MAINLY FROM INDUSTRY AND COMMERCE, BUT TEACHER TRAINING IS AVAILABLE AT SPECIALIST COLLEGES OF EDUCATION. (JM)

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THE STRUCTURE of TECHNICAL EDUCATION AND TRAINING ADMINISTRATION in THE UNITED KINGDOM

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1. Introduction

A number of highly important developments have taken place in the United Kingdom in the provision of adequate training and re-training of both young people and adults during the last few years. Though they include the introduction of radical new policies in certain fields, many fundamental features of the system remain unchanged. The schools still in the main, provide a background of broad general education during the years of compulsory education, up to the age of 15, at present, and to the age of 16 as from 1970. There is a specialized Youth Employment Service (see *Youth Employment Service, Duties of Officers,* p. 8; *L.E.A's. and Counselling,* p. 9), which provides information about careers and vocational guidance to young people in their later years at school, and helps them to find suitable employment. Industrial training remains centred in industry rather than the educational system, but educational establishments play an important part, mainly in providing further education courses, either associated with, or additional to, industry's training activities (see *Where Provided,* p. 18; *Teacher Recruitment,* p. 20). Within this framework, the Government has taken a major new initiative to stimulate the extension and improvement of industrial training through recent legislation, and itself provides some training direct through the Government Training Centres (see *Training by Ministry of Labour,* p. 15; *Adult Training in 1965,* p. 16).

2. Education

England and Wales

The role of the schools is somewhat different in England, Wales and Northern Ireland, compared with that in Scotland, which has separate educational traditions, but the differences are mainly of emphasis and degree. In England and Wales, primary and secondary schools of the types attended by most children, concentrate mainly on the broader aspects of education. Education at school is free, the cost being met partly centrally by the Government and partly from local sources, the schools being administered by Local Education Authorities (L.E.A's.). There is only a limited amount of teaching which bears a direct relation with training for a particular job, e.g., shorthand, typing and other commercial subjects taught in some schools. But in all secondary schools practical subjects and handicrafts, which can provide a basis for many kinds of employment, are included in the curriculum. There is also a good deal that can be called broadly vocational, e.g., rural studies in areas where many of the pupils may be expected to take up farming or horticulture; and technical drawing, mathematics and science in all types of area. Courses are deliberately not of so specialized a character as to commit a pupil to a particular career and this approach was endorsed after study by the Central Advisory Council for Education (England) in a report published in 1963. ("Half Our Future").

Scotland

In Scotland, secondary schools have been developing courses of a rather more specialized nature than formerly. Courses leading to particular academic qualifications in addition to a variety of science, technical and domestic subjects—commercial subjects (economic organization, principles of accounts, shorthand and typewriting), agriculture, horticulture, navigation and nursing. Following the publication in 1963 of the report "From School to Further Education", vocation-centred courses for non-academic pupils have

also been greatly extended. The Report recommended that, in their case, the vocational impulse should be the core round which general education should be organized and that, in the third year of secondary schooling, courses providing "a broad approach to particular industries" should be introduced, e.g., in engineering, building, retail distribution, nautical subjects, agriculture.

Relations with Industry

Throughout the United Kingdom, efforts are being made to achieve closer understanding between the schools and industry. Arrangements for liaison include conferences, visits by industrialists to schools and by pupils to factories, and schemes from the secondment of teachers to industrial firms for short periods.

3. Vocational Guidance

Youth Employment Service

The Youth Employment Service provides, for young people up to age 18 or while still attending school, information and guidance on the choice of careers, introductions to suitable opportunities of employment and training, and any further occupational advice and assistance they may need during their early years at work. The Service co-operates closely with the schools to ensure that young people obtain information about a wide range of employment. Increasingly, schools are arranging careers programmes consisting of talks, films, radio and television programmes, outside visits, careers exhibitions and conventions; the Youth Employment Officer helps to plan such activities and play an important part in them. Most young people who leave school at the minimum age, and many who do not, are given individual vocational guidance interviews by Youth Employment Officers. In the twelve months ended 30th September, 1965, the Service gave individual vocational guidance interviews to approximately 680,000 boys and girls, placed about 210,000 in their first employment and followed up the progress of about 360,000 young people who were already in employment.

Duties of Officers

In advising young people, a Youth Employment Officer's first object is to try to ensure that they enter careers for which they are suitable, but he must also relate his advice to the realities of the employment situation. It is therefore part of his job to keep in close contact with local employers. Youth Employment Officers are kept in touch with wider developments in the manpower field and receive information about shortages in particular occupations. They bring these "shortage" occupations to the notice of young people who seem suitable for them.

L.E.A's and Counselling

Under the Employment and Training Act, 1948, Local Education Authorities were given the option to take over the administration of the service from the Ministry of Labour and about three-quarters of them now operate approved schemes. In other areas the Ministry still administers the service direct. Local authorities receive a grant from the Ministry of 75 per cent of approved expenditure under schemes. A Central Youth Employment Executive is responsible for the central administration of the Service. It consists of officers of the Ministry of Labour, the Department of Education and Science and the Scottish Education Department, and its functions include development of the Service, issue of guidance and instructions to the local Service, financial approval of local authorities' expenditure, inspection work, assistance with training Youth Employment Officers and promotion of research. The Executive also produces a wide range of careers literature and other information about employment and training opportunities for young people. The Minister is also advised on the Service by national and local bodies on which both sides of industry and educational interests are represented. The Service is available at over 700 full-time and nearly 400 part-time offices throughout the country. There are nearly 1,600 professional and executive Youth Employment Officers, supported by about the same number of clerical staff. The cost of the Service to the Ministry and local authorities is now approximately five million pounds a year. The Service in Northern Ireland is administered by a Youth Employment Service Board financed as to 80 per cent of its expenditure from central funds and 20 per cent from local taxation.

4. Industrial Training

Apprenticeship System

Industrial training in the United Kingdom has long been dominated by the apprenticeship system, the terms and conditions of apprenticeship being negotiated between employers and trade unions. Apprenticeship normally begins at age 16 and is completed by 21. Since the War, the generally accepted, though by no means universally practised, form of training for apprentices and similar trainees has been training in industry with "day release", whereby trainees are released, with full pay, to attend classes of further education in Technical Colleges (see *Where Provided,* p. 18; *Teacher Recruitment,* p. 20), on one day a week, or for short periods full-time, known as "block-release". Considerable extensions and developments of this pattern are taking place through the progressive implementation of the Industrial Training Act, 1964.

Industrial Training Boards

The Industrial Training Act empowers the Minister of Labour—after consultation with interested employers' and workers' organizations and the education ministers—to establish Industrial Training Boards for different "activities of industry and commerce" (see *Boards for Sectors,* p. 11), whether these are carried out by private or nationalized concerns, or by local authorities. Each board consists of an equal number of employer and worker members and a number of educational members. Officials of the Ministry of Labour, the Education Ministries (in England and Wales or in Scotland) and, where appropriate, other Government departments may attend meetings but have no vote. Special committees may be appointed for particular aspects of boards' work. Northern Ireland has passed a similar Act. The Act has three main objectives; to see that an adequate amount of training is done, to improve the quality of training, and to spread the costs of training fairly over each industry. To achieve these objectives, each board is required to ensure that sufficient training is provided to meet the requirements of its industry and to publish recommendations on such matters as the nature,

content and length of training for "employments" in the industry and on associated further education. Boards are also required to impose a levy on firms in their industry and are empowered to pay grants to firms or other organizations providing training approved by the board. Boards must exercise their functions in accordance with proposals submitted to the Minister and approved by him, and the Minister is empowered to make grants or loans to boards up to an initial limit of £50 million.

Central Training Council

The Minister is advised by the Central Training Council whose membership is broadly representative of industrial and educational interests, and of the boards themselves. Its secretariat is provided by the Ministry of Labour. The Council has set up a General Policy Committee, a Research Committee which considers applications for grants in research in the training field, committees for Scotland and Wales, and a number of other committees with responsibility for advising on specific aspects of training, including training of training officers, training of managers, and commercial and clerical training. The reports of these committees will serve to guide individual boards on matters relating to occupations or skills which are common to several industries and help to ensure that their schemes of training are in line with each other.

Boards for Sectors

Boards are established for defined sectors of industry or commerce and not for particular occupations or ranges of occupations. For reasons of viability and to reduce overlap, boards are established to cover as wide a section of industry as possible. Related sections of industry are brought under a single board, or, where this is impracticable, joint committees of the separate boards may be set up. In order that a single establishment should not normally come within the scope of more than one board, the industry to which it belongs is determined by its main activity. Thus, engineering and building maintenance workers employed in an establishment mainly engaged in another industry, will generally come within the scope of the

board established for that industry and not the Engineering or Construction Boards. Similarly, commercial and clerical employees come within the scope of the board covering the establishment in which they are employed. In drawing up standards of training for occupations found in a large number of industries, boards are expected to follow the lead set by the board with the major interest. In the case of clerical workers for whom no "main" board will be established, boards will be guided by the Central Training Council's Commercial and Clerical Committee, whose first report will be published this summer.

Selection of Industries within Boards

In selecting industries to be covered by boards, and the degree of priority to be given, the criteria taken into account include the nature and extent of existing training and the importance of the industry to the economy. It has also been found desirable, once a board for a major industry has been set up, to establish boards for cognate industries. During the first year of operation of the Act, boards were set up for construction, engineering, iron and steel, wool textiles, and shipbuilding. During the second year, boards were established for electricity supply, gas, water, ceramics, glass and mineral products, furniture and timber, man-made fibre production, carpets, and knitting, lace and net. During the third year, boards are planned for cotton and allied textiles, road transport including motor vehicle repairs, agriculture, horticulture and forestry, hotels and catering, civil aviation, fishing, the distributive trades, and the chemical and allied industries. By mid-1966, about half the economy will be within the general ambit of the Act and full coverage will eventually be achieved through—it is estimated—about 30 boards. Northern Ireland has already set up three boards and by the end of this year should have four or five more covering 40 per cent of its work force.

Duties of Boards

To fulfil their statutory obligations, boards must discover the extent of existing training, and estimate training needs both in quantity and by types of skill. In the latter task, they can draw on the assistance of the Ministry

of Labour's Manpower Research Unit and the Economic Development Committees for particular industries. When it has obtained the necessary information, a board can bring influence to bear on firms in the required direction by means of its recommendations on types of training, and by its levy/grant policy. In the last resort it has power to make up for a short-fall by itself recruiting trainees and training them.

Scope of Board Activities

The Act does not limit the activities of boards to the training of young people or new entrants to the industry. They will therefore also have to consider the amount and type of adult training required. In its first report to the Minister, the Central Training Council observed that, in a time of rapidly changing technology, "the concept of an apprenticeship served in a man's teens which will enable him to pursue a sharply-defined occupation for the rest of his working life, is bound to become increasingly unrealistic. It is likely to become the rule rather than the exception that men and women will need re-training in adult life, either to bring them up to date in their own occupation, or to enable them to do a different kind of work altogether." Boards have not yet had time to give attention to this aspect of their responsibilities, but it is likely to become increasingly important and their work will have to be linked with that of the Government Training Centres in this field.

Boards as Inspecting Bodies

The recommendations which a board is required to publish about the nature, length and content of training in its industry, give both authoritative guidance to employers undertaking programmes of training and indicate the standards which they must reach in order to secure their board's approval of training, on which, receipt of grant will ordinarily depend. On the basis of these recommendations, boards will eventually be able to inspect the training undertaken by firms, advise on improvements, and assess the competence of those who have been trained. The effective adoption of their recommendations depends largely on the levy/grant arrangements they establish.

Emphasis on Day-Release

The importance attached by the Act to further education, (see section 6), is evident, both from the requirement that its recommendations on training are accompanied by recommendations on the associated further education and from the composition of boards and the Central Training Council. The Council has strongly emphasised the need for closer integration of further education and training, and has suggested ways in which full advantage can be taken of the opportunities for achieving this provided by the Act. The first boards have also placed great emphasis in their proposals on the importance of release for further education as part of the overall training process. In order that this process should be further encouraged, the Minister announced in July, 1965, that in future he would normally approve boards' proposals for grants, only if these contained the condition that young persons in occupations requiring a substantial amount of training (generally about one year), should be released during working hours to attend courses of further education. This should lead to a substantial improvement in provision for "day release", at present available to about only one-third of the boys and one in fourteen girls under age 18.

Boards as Stimulus to Educational Thought

The Act has now been in operation for two years. Industrial Training Boards are still at an early stage in their operations and it is too early to form a firm estimate of the effect of the Act. But it has already provided a great stimulus to thinking about the objects and methods of industrial training and has aroused a new interest in the whole subject within industry. The Engineering Board, in particular, is showing signs of adopting an almost revolutionary attitude to training in its industry, and, by the time the Act has been on the statute book for five years, it may be responsible for immense changes in British industry.

5. Government Assistance other than under the Act

Government Assistance other than under the Act

In addition to establishing a new framework of industrial training through the Industrial Training Act, the Government makes direct contributions to industrial training in a number of ways.

Training by Ministry of Labour

For almost 50 years the Ministry of Labour has undertaken training in Government Training Centres (G.T.C's.), of which there are at present 30, soon to be increased to 38. In the G.T.C's., training is given with two main objects in view:

(i) to increase the supply of skilled manpower in occupations where it is short, particularly those which have an important contribution to make to economic growth;

(ii) to re-settle persons who are in need of training or re-training, e.g., those who have missed the opportunity of acquiring a skill, those whose skill has been displaced by technological advance, disabled persons, ex-regular servicemen, and unemployed persons with special re-settlement problems.

Duration of Courses

Courses normally last for six months full-time and are available in some 40 trades. Tuition and accommodation are provided free to those not in employment, and allowances are paid to cover travelling and individual's financial responsibilities. The G.T.C's. have provided a limited amount of training for first-year apprentices since 1920, but as from this Autumn, employers will have to pay a full-cost fee for this service.

Courses in Instructor Training

Two of the G.T.C's. offer courses in instructor training. This service is available to employers with staff who need to instruct full-time or part-time. The courses last two weeks' and are particularly suitable for the training of apprentice instructors. Residential facilities are available and employers are required to pay a fee of twenty guineas a week per instructor exclusive of accommodation.

Adult Training in 1695

The total cost of adult training in G.T.C's. in 1965, for an average of 3,800 training places, was about £3,500,000 and this is met from moneys provided by Parliament.

Courses for Supervisors

The Ministry of Labour also provides courses for supervisors in industry, either on or off the firms' premises. These are intended to give a start to supervisory training covering the main responsibilities of a supervisor under the Training-Within-Industry (T.W.I.) programme of Job Relations, Job Instruction, Job Methods and Job Safety. Courses vary in length from 10 to 30 hours of instruction, and fees are charged to employers.

Courses for Employers

An Industrial Training Service (I.T.S.) is available to employers and is administered by a Board of Directors appointed by the Ministry of Labour, and financed partly by the Ministry and partly from fees charged to firms. The I.T.S. offers consultancy facilities over the whole range of industrial training problems. Surveys of training needs in industries and companies, advice on training schemes, mainly for operatives, apprentices and supervisors, advice on the selection and training of training officers, and the provision of courses for instructors, have been the most frequent calls on the I.T.S.

It also conducts a great many one day conferences for managing directors and senior executives on the practical considerations met with in planning systematic training for a company in general or for specific categories such as supervisors, apprentices and operatives. Regional Offices with full-time staff exist throughout the United Kingdom.

Ministerial Moves to Reduce Unemployment

The Ministry of Labour also makes special arrangements, which include financial assistance, to help firms in Development Districts to train their labour. These districts are under the Local Employment Act, 1960, areas which, in the opinion of the Board of Trade, are suffering, or are likely to suffer, high unemployment. It is the intention of the present Government to widen this definition.

6. Further Education

Where Provided

Courses of further education are provided at colleges, including technical colleges, colleges of commerce, colleges of art and agricultural colleges, maintained in England, Wales and Northern Ireland by Local Education Authorities, over half the cost of their provision being covered by grant from the Exchequer. In Scotland, there are similar arrangements, but advanced courses are provided mainly in central institutions, (including specialist institutions such as colleges of art and agriculture), which are directly grant-aided by the Exchequer. Most of the work at the colleges has a strong vocational bias, though non-vocational courses are being increasingly developed and there is an element of general studies in all courses for students up to the age of 18, and in many for students beyond that age. The system has two main purposes:

(i) to offer non-advanced, mainly part-time, courses for young people, most of whom will already be in employment;

(ii) to provide vocationally-biased courses of higher education, outside the university system, but of comparable standard.

Advanced Courses

Advanced courses lead to degrees or equivalent qualifications. Non-advanced courses may be either of an academic character, leading into higher education or further technical or vocational courses, or may be vocational courses at junior technician, craft and operative levels, most of which lead to nationally recognized qualifications. Vocational courses at all levels are planned in consultation with industry. A comparatively recent development has been the provision of integrated first-year apprenticeship courses. In these courses, apprentices attend full-time at a college and spend a half to four-fifths of the time on basic industrial training and the remainder on associated further education. For the industrial training element, employers

pay an economic fee for each apprentice. Many subjects are covered by arrangements leading to National Certificates and Diplomas, designed to provide qualifications of a nationally-accepted standard. For most operative, craft and technician courses, the syllabuses are prepared and the examinations offered by the City and Guilds of London Institute and six regional examining bodies. The colleges also play an extensive part in education for management, whether at degree level or below. The wide range of courses provided covers both specialized and general management subjects (see *Management Education and Training,* p. 20; *External Courses in Management, The British Institute of Management,* p. 21).

Types of Courses

Study arrangements may take the form of full-time courses, "sandwich" courses, consisting of alternate periods of full-time study and periods of practical training in industry, or part-time courses. Part-time courses are either "day release": employees attending college, with full pay on one day a week, or "block release": employees studying at college without loss of pay for short periods, usually of several weeks' duration, each year. There are also many evening classes attended voluntarily by those in employment, both for vocational and recreational purposes. Generally no fees are charged in colleges for students up to the age of 18, and fees above that age are nominal.

Training for Training Officers

Increasingly, colleges are providing courses for the training of industrial training officers. These are generally introductory courses for potential and recently-appointed training officers, who will have had some industrial experience, and are designed to give an insight into the basic elements of a training officer's duties. Normally they are short full-time courses and, subject to their approval by the Department of Education and Science, the Ministry of Labour or the relevant industrial training board contribute a proportion of the cost to the employer.

Students Attending Courses (1964-1965)

In 1964-1965, (the latest year for which figures are available), there were over 210,000 students attending full-time and sandwich courses and nearly 3,000,000 attending part-time, of whom just over 700,000 were attending in the day.

Teacher Recruitment

The recruitment of teachers for the colleges is the responsibility of the authorities administering them. A small number of teachers are recruited from universities, some transfer from teaching in schools, but the great majority come from industry and commerce and great care is taken to ensure that their qualifications are adequate and that they have industrial or commercial experience appropriate to the subjects they teach. A teacher is not required to have undertaken any teacher training, but there are four specialist colleges of education in England, administered by Local Education Authorities, for those who voluntarily train for teaching in further education, and two colleges of education in Scotland, which provide special courses for this purpose. Training is mainly taken before teaching, but there is growing support for training after appointment. Courses of both kinds lead to a Certificate of Education which is a recognized teaching qualification. Tuition is free and grants are available to those who train before taking up teaching appointments.

Management Education and Training

The need to pay great attention to management education and training is now widely recognized in the United Kingdom and is receiving the Government's full support. Industrial training boards (see *Industrial Training Boards,* p. 10), have a responsibility to see that sufficient training at management level is done in their industries. Through the system of levies and grants provided for under the Industrial Training Act, they have the power to influence the behaviour of firms in this respect. Because of the importance of the subject, the Central Training Council, also established under the Act, has set up a Management Training and Development Committee to consider what advice should be given to the boards.

External Courses in Management

External courses have an important part to play in management training and development, providing they are fully supported by action within the firm. There are, at present, some 800 organizations in the United Kingdom providing over 5,000 courses each year, of varying kinds. Provision is markedly on the increase and the organization in the field includes universities, technical colleges, independent establishments specializing in this work, and firms and management consultants. The new business schools in London and Manchester, which are associated with the universities there, offer courses designed for people shortly after gaining their degrees, and for those who already have had some years experience in industry and are on the threshold of more senior posts.

The British Institute of Management

The British Institute of Management, set up with Government support in 1947, has played an important part in stimulating interest in effective management. Its activities include the organization of conferences, courses and seminars on general management and specialist subjects. The Institute, which has been financially self-supporting since 1960, is to receive a special Government grant for the next three years to finance the further development of top management activities in the Regions and the extension and improvement of its special Management Education Information Unit. In Northern Ireland, a new non-profit-making company, with a Government representative on its board, has been established by industry to develop management training, the net cost in the early years being met by the Government.

7. Conclusion

The Government regards the influence of the Industrial Training Boards as of the greatest importance in raising standards of industrial training in the U.K. The work of all the agencies, referred to in this paper, responsible for training administration and, in the case of colleges, with associated further education, is being carefully co-ordinated with that of the Industrial Training Boards and the Central Training Council.